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ABSTRACT

This report examines the desegregation activities of the Santa Barbara school district focusing on the elementary schools. In 1968 the superintendent requested an onsite review study of Santa Barbara's elementary and high school districts to determine ethnic and racial balance in student enrollments. It was found that 9 of the elementary school district's 13 schools were racially and ethnically imbalanced. A report was issued that included recommendations for immediate action to improve intergroup relations and ethnic and racial imbalance. The methods and procedures used to draft and adopt the plan were not in compliance with the rules and review procedures developed by the board appointed 22 member task force and the guidelines adopted by the school board on February of 1972. Failure to comply with the guidelines for the development and adoption of a district desegregation plan created negative feelings among some parents and the district's teaching staff. As a result, a lawsuit was filed against the school board. After 2 years, the suit was finally ruled on by the Supreme Court in 1975. The court ruled in favor of the school district. The adoption and implementation of the Santa Barbara school district's desegregation plan in 1972 was accomplished with a moderate degree of success. (Author/AM)

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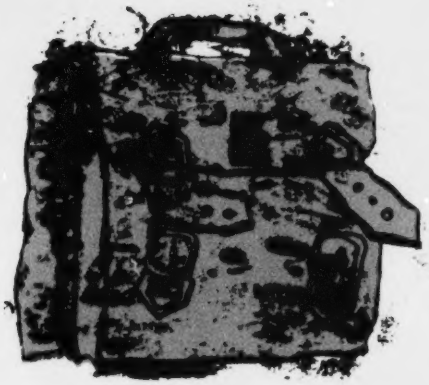

# SCHOOL DESEGREGATION IN SANTA BARBARA, CALIFORNIA

A STAFF REPORT OF THE UNITED STATES COMMISSION ON CIVIL RIGHTS

July 1977

UD017406

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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## PREFACE

The United States Commission on Civil Rights released on August 24, 1976, its report to the Nation: Fulfilling the Letter and Spirit of the Law: Desegregation of the Nation's Public Schools.

The report's findings and recommendations were based upon information gathered during a 10-month school desegregation project. This included four formal hearings (Boston, Massachusetts; Denver, Colorado; Louisville, Kentucky; and Tampa, Florida); four open meetings held by State Advisory Committees (Berkeley, California; Corpus Christi, Texas; Minneapolis, Minnesota; and Stamford, Connecticut); a survey of nearly 1,300 local school districts; and 29 case studies of communities which had difficulties with desegregation, had moderate success with desegregation, or had substantial success with desegregation.

Subsequent to the report's release, considerable interest was generated concerning the specifics of the case study findings, which, owing to space limitations in the national report, were limited to a few brief paragraphs. In an effort to comply with public requests for more detailed information, Commission staff have prepared monographs for each of the case studies. These monographs were written from the extensive field notes already collected and supplemented, if needed, with further interviews in each community. They reflect, in detail, the original case study purpose of finding which local policies, practices, and programs in each community surveyed contributed to peaceful desegregation and which ones did not.

It is hoped that the following monograph will serve to further an understanding of the school desegregation process in this Nation.

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# I. BACKGROUND

Santa Barbara is situated on the California coastline, approximately 100 miles northwest of Los Angeles. The city's economy is based on eight major sources of income: agriculture, oil, manufacturing, research and development, fishing, tourism, education, and military establishments.[1]

The University of California at Santa Barbara is located a few miles north of the city limits and is the largest single employer in the area, with more than 2,500 full-time employees. The university's enrollment for 1980 is projected to exceed 25,000 students. The city of Santa Barbara's population in the 1970 census was 70,215.[2] The minority population was 14,926 Spanish surnamed, 2,294 blacks, and 1,857 other minority background.[3]

The Santa Barbara city school system has two separate districts: the Santa Barbara School District (elementary) and the Santa Barbara High School District. The two school districts have a common school board and administration, including one superintendent.

The Santa Barbara School District operates 11 elementary schools, 1 alternative school, and 1 special education center. The Santa Barbara High School District is comprised of four junior high schools (grades 7-9), three senior high schools (grades 10-12), and a continuation school; the high school district also serves Cold Spring, Goleta Union, Hope, and Montecito Union Elementary Schools.

Expenditures for school year 1975-76 were $10.9 million. The total expenditure for pupil transportation in 1975-76 was $158,993.

This report examines the desegregation activities of only the Santa Barbara School District, that is, the elementary school district.

The Santa Barbara School District's total student enrollment for 1975-76 was 4,850. Table 1 shows a student ethnic breakdown by school year in the district. School district officials and city planners expressed a concern over Santa Barbara's decline in school population. Lowell Jackson, superintendent of the Santa Barbara School District and High School District, stated that the district's enrollment has dropped by approximately 300 students each fall since 1974, when he became superintendent; enrollment has declined at an average of 226 students per year since 1972.[4] The minority student enrollment has also declined, at an average rate of 72 students per year since 1972.

According to the Santa Barbara Chamber of Commerce, the city's housing shortage has been a major factor in the declining school enrollment. Robert Fillippini, president of the school board, states that the average cost of a home in Santa Barbara is $48,000. He believes this prohibits young families with school-age children from moving to Santa Barbara.[5]

The district employed 366 certificated employees in 1975-76, of whom 38 (10.4 percent) were minorities.[6] Table 2 provides the ethnic breakdown of certificated staff for school years 1972 and 1975.

TABLE 1

Fall Student Enrollment,
1972-75

| | Am. Ind. | Black | Asian Am. | Spanish Sur. | All Others | Total |
|---|---|---|---|---|---|---|
| 1972 | 15 | 340 | 70 | 2108 | 2995 | 5528 |
| 1973 | 36 | 305 | 52 | 2037 | 2790 | 5220 |
| 1974 | 23 | 311 | 67 | 2010 | 2658 | 5069 |
| 1975 | 12 | 282 | 47 | 1976 | 2533 | 4850 |

Source: Alex Pulido, intergroup relations specialist, Santa Barbara School District, January 1976.

TABLE 2

**Faculty Ethnic Composition**
**1972-75**

| | Am. Ind. | Black | Asian Am. | Spanish Sur. | All Others | Total |
|---|---|---|---|---|---|---|
| 1972 | 0 | 5 | 6 | 15 | 304.5 | 331.5 |
| 1973 | No figures available from the district. | | | | | |
| 1974 | No figures available from the district. | | | | | |
| 1975 | 2 | 6 | 10 | 20 | 328 | 366 |

Source: Alex Pulido, intergroup relations specialist, Santa Barbara School District, January 1976.

## II. THE DESEGREGATION EFFORT

### Genesis of Plan[7]

In February 1968 Dr. Norman B. Scharer,[8] superintendent for the Santa Barbara School District and High School District, requested that the California State Department of Education's bureau of intergroup relations conduct an onsite review of the elementary and high school districts. The bureau was specifically requested to determine the degree of ethnic and racial balance in pupil enrollment in the schools and to make recommendations to improve intergroup relations and eliminate racial and ethnic imbalance in the schools.

The bureau issued an advisory report to the Santa Barbara School District and High School District Board of Education in May 1968, entitled Improving Racial and Ethnic Balance and Intergroup Relations.[9] The report noted an elementary district minority student population of 2,414 (or 38.3 percent of the total elementary district student population in 1967-68). The Spanish-surnamed students numbered 1,903 or 30.7 percent and the black students numbered 405 or 6.4 percent. Minority student percentages in the elementary schools ranged from 9.[illegible] percent at Peabody to 90.9 percent at Lincoln. The bureau designated a 15-point deviation from the mean percentage of the district's racial and ethnic composition as a guideline indicating imbalance in a school.

Using this scale, three schools (Lincoln, Franklin, and Wilson) were determined imbalanced because of a high percentage of minority students, while six schools (Peabody, Adams, Roosevelt, Washington, Jefferson, and Garfield) were imbalanced because of a low percentage of minority students. This analysis showed that 9 of the district's 13 schools were racially and ethnically imbalanced in 1967-68. If

the scale were applied only to Spanish-surnamed students in that year, seven schools were imbalanced.

The analysis of the high school district pointed out only two junior high schools (Santa Barbara and La Colima) and no senior high schools as imbalanced.

The report included recommendations to the school board suggesting immediate corrective action. Addressing the student racial imbalance findings in the report, the bureau recommended:

1. **Controlled open enrollment:** A voluntary student transfer program that would permit any student to transfer within the district, if his or her enrollment contributed to improved ethnic and racial balance.

2. **Attendance boundary changes:** A revision of the existing school attendance boundaries and the use of relocatable classrooms to improve ethnic and racial balance in the schools.

3. **The Franklin School Community Center:** A transfer of function for the Franklin School into a community center where all Federal projects related to minority and socioeconomically deprived students would be housed and offered.

4. **Districtwide educational, cultural, and social events:** The development of districtwide programs (i.e., all-district orchestra, science, and athletic programs) to bring students of different ethnic and racial groups together.

On October 29, 1969, the board of education adopted its master plan, which included an open enrollment program and the creation of a staff position called "intergroup relations specialist" to monitor and promote the district's program. A chapter of the plan was devoted to improving ethnic and racial balance and intergroup relations in the schools.

The school board stated in the master plan that:

> ...each student must have equal access to the best educational facilities...for each individual to become aware of, and to understand and appreciate, the varieties of culture in his world, to relate positively to the diverse people in his community, to contribute and refine his own revolving cultural patterns, and to develop his own dignity and sense of worth. The question is no longer whether--but how and when.[10]

The district's open enrollment program was offered for the following 2 school years, and Blas Garza was appointed intergroup relations specialist.[11] In school year 1971-72 the board, assisted by Mr. Garza, determined that open enrollment was not improving the racial and ethnic balance in the schools.

On February 22, 1972, the school board announced its intention "to immediately seek measures to prevent and eliminate racial and ethnic imbalance in pupil enrollment." Implementation of this policy was to be given high priority in all decisions relating to school sites, attendance areas, and pupil attendance practices. The school board also established guidelines and a timetable for desegregation of the elementary schools.

Mr. Garza, with the assistance of a computer program expert, developed a computer program that identified the racial and ethnic residential distribution of the students by school. The plotting of these data on a map of the district assisted the staff in determining the most effective and efficient changes in school boundaries.

Recognizing the importance of a positive attitude toward integration, Mr. Garza developed a large display using photographs, graphs, and professional art work to illustrate the value and importance of integrated schools. The display was shown in the local banks and larger business establishments with a comment box for reactions and opinions about desegregation. He noted that most of the comments were in favor of integrated education.

The guidelines adopted by the board called for the establishment through school board appointments of a

22-member task force to set up rules to review proposed desegregation plans. Under these guidelines the review of desegregation plans would be conducted by a 140-member Education and Integration Study Committee, composed of parents, community organization representatives, and district staff. The guidelines charged the Education and Integration Study Committee with the responsibility to recommend two or three desegregation plans to the school board by May 4, 1972.

A total of 11 desegregation plans were submitted to the committee. The committee voted 74-4 to recommend a desegregation plan, the Hord-Mailes-Christain-Belden Plan, which was named after the four elementary school principals who prepared it. The committee also voted to recommend two alternate plans to the school board. These three plans, together with the West-Anderson Plan (named after two school board members, Janet West and Pat Anderson), were presented to the school board on May 4, 1972. The school board was not satisfied that the recommended plans would improve the ethnic and racial balance in the schools and did not adopt any of them.

Superintendent Scharer offered to develop his own plan. On May 16, 1972, he announced in the Santa Barbara News Press that he was going to propose a desegregation plan to the school board at its May 18, 1972, meeting. Blas Garza, intergroup relations specialist, said that he and Superintendent Scharer believed that the school board was at an impasse regarding the adoption of the proposed desegregation plans. Mr. Garza added:

> Our plan took some of the concepts from the other proposed plans like the changing of school boundaries and the provision of inservice staff training. In addition, we included the closing of Garfield and Jefferson because of their failure to pass the earthquake safety standards required by the Field Act.[12]

The superintendent's plan, known as the Administration Plan,[13] was discussed at the May 17, 1972, meeting of the Education and Integration Study Committee. Blas Garza recalled that the committee made no recommendation regarding the Administration Plan

because there was no time to study or review the plan before the school board meeting the following night.

On May 18, 1972, the school board again discussed the West-Anderson Plan and the three plans recommended by the Education and Integration Study Committee and, for the first time, received an oral briefing from Blas Garza on the superintendent's plan. Despite vocal opposition by white parents in attendance and two petitions signed by 3,000 persons requesting a postponement for further study, the school board voted 5 to 0 to adopt the Administration Plan.

Former board member Pat Anderson Fillippini stated that the board's decision was based upon the real educational needs of the children of Santa Barbara, as well on safe housing, ethnic and racial balance, and instructional area considerations.[14] Parents objected to the Administration Plan because it tied the closing of schools that failed to meet safe housing standards (as required by the Field Act) to the desegregation plan. Ms. Fillippini added:

> The community and the school board knew in advance of the May 18 meeting that Jefferson and Garfield would have to be closed and that rehabilitation was financially not feasible. Therefore, it made good sense to combine the closure of the schools with the boundary changes for desegregation purposes.

Dave Gammons is the only member remaining of the school board that worked on the plan. He said that he voted for the Administration Plan in 1972, but in retrospect he believes that the school board should have studied the desegregation issue longer and allowed more time for the development of a better plan.[15]

Pat Anderson Fillippini disagrees with her former colleague:

> The district has studied and discussed the issue of racial imbalance in its schools since 1968. The board was committed to action and implementing a desegregation plan that would improve racial and ethnic imbalance in the schools.

The Administration Plan has six major components:

**Boundary and Building Changes:** The plan made three major geographical changes that went into effect with the closing of the 1971-72 school year:

1. Closed Jefferson School and converted Garfield School into a center for special education.

2. Redefined the boundary lines for students of these two schools so that they were reassigned to nearby schools.

3. Designated a Lincoln-Roosevelt paired schools attendance area, with Lincoln serving as a kindergarten-grade 2 school and Roosevelt serving as a grades 3-6 school.

**Ethnic Balance and Enrollments:** The plan continued to utilize the 15-point deviation scale as a measure of determining racial and ethnic balance. The school boundary changes and the paired school desegregation dramatically improved the racial balance in all of the schools. The plan noted that two schools, Franklin and Peabody, remained racially imbalanced regardless of boundary changes and suggested that some type of student interchange between the two schools was an option.

**Educational Program:** The plan changed the grade structure for the paired schools from kindergarten through grade 6 to kindergarten-grade 2 for Lincoln and 3-6 for Roosevelt. The implication is that, with more children of the same age category, the program will allow more flexibility for instructional groups and individualized instruction and more latitude for teacher offerings based upon their capabilities.

All other schools would continue to maintain the kindergarten-grade 6 instructional program. The plan suggested that utilization of Title I funds be continued for the

additional benefit to low-income students. A bilingual education program using district funds would also be provided. The plan also introduced the concept of team teaching for a more individualized approach.

**Transportation Arrangements:** Any new busing created as a result of the boundary changes was to be provided free. All other existing routes would operate on a cost-shared basis with parents.

**Community and Parent Participation:** The plan called for bringing the Parent-Teacher Association (PTA) directly into contact with parent-related concerns. The PTAs were to supervise and monitor the initial implementation of new bus schedules and playground activities. A school open house and a bus "dry run" prior to the opening of school in September was to be coordinated by the PTAs.

**Inservice Staff Training:** The plan called for a strong inservice training program for classified and certificated employees. There would also be more training sessions for parent volunteers. The inservice programs include such subjects as human relations, math and reading for poor and minority children, and cultural and linguistic differences of Spanish-speaking students.

The reaction of the community to the adoption of the Administration Plan was mixed. The major criticism was the failure of the school board and the superintendent to follow the task force guidelines. (The task force had been appointed by the board to develop the district's desegregation plan.)

Katherine McCloskey, a former reporter with the Santa Barbara News Press who covered school desegregation developments, observed that the Administration Plan was not a community plan but more a personal effort of the superintendent and the school board.[16] Abelino Bailon, a member of the Concilio de la Raza, said the Chicano community was very apprehensive about any desegregation plan that required their

children to be bused out of their neighborhoods. Abelino Bailon further indicated that the Chicano community did not oppose the school board's actions in 1972.[17]

Robert Curiel, chief assistant county counsel for Santa Barbara County, said that combining the closing of the Jefferson School with the desegregation plan created most of the adverse community reaction and that only a handful of white parents still continued to fight the school board on its plan. Mr. Curiel added that generally the business and outside communities' attitudes toward the school district's desegregation plan have been apathetic.[18]

Mayor Dave Shiffman of Santa Barbara supports Mr. Curiel's contention that the broader community is unaware of the desegregation efforts of the district. Mayor Shiffman stated that, while he thought everything was going smoothly in the schools because he had not heard of any problems, he knew very little about the development of the desegregation plan and its implementation.[19]

On June 9, 1972, C. Raymond Mullin and Howard G. Larson, residents of Santa Barbara, began legal proceedings in Santa Barbara Superior Court seeking a writ of mandate to compel a special election of the school board and an injunction against the district from implementing its desegregation plan.[20] The suit challenged the validity of the election and of the composition of the school board. It also alleged that the adoption of the Administration Plan was invalid because the school board failed to give notice of the proposed closing of two schools in its published agenda as required in Section 966 of the California State Education Code. Finally, the suit claimed that the school board had abused its discretion by hurriedly adopting an inadequately studied desegregation plan.

The court ruled after an 8-day trial that it intended to enjoin the district not to implement the Administration Plan. The court concluded that the school board had no jurisdiction to close the schools because it failed to give notice in its published agenda. The court added that the school board abused its discretion by adopting the Administration Plan requiring closure of two schools because such closure

was not necessary to the effective desegregation of the elementary schools.

Before the findings of fact and conclusions of law based on the court's intended decision were filed, the Santa Barbara School District filed an appeal. The case was ultimately appealed to the California State Supreme Court.

On January 15, 1975, the State supreme court ruled in favor of the district.[21] Although the district had successfully argued its case in the State supreme court, Blas Garza said that the Mullin lawsuit impeded the implementation of the desegregation plan and the efforts of a very committed school board. Mr. Garza added:

> The district spent a lot of money and time in court to settle this suit. I wonder where the desegregation program would be today if we spent that money and time toward implementing the program.

Gary Ricks, a member of the school board, said that the two most significant problems that impeded the implementation of the desegregation plan were the Mullin lawsuit and a declining student enrollment that meant loss of money for the district.[22]

The local American Federation of Teachers (AFT) union filed an amicus curiae brief in support of the Administration Plan and the school board. Tom Martin, president of the local AFT union, said that the Mullin lawsuit did the most to impede implementation of the Administration Plan. Mr. Martin added:

> We filed an amicus curiae brief in support of the school board because the Administration Plan provided a multicultural teaching environment and permitted them team teaching of children in similar age ranges through paired schools.[23]

The attitudes and opinions of the students and teachers at the paired schools were mixed. A nonminority sixth-grade student at Roosevelt said that she enjoys her classes at Roosevelt and feels that desegregation is a good idea. She added that her

parents also favored the desegregation plan and that she has learned a great deal about children of other races.[24] A minority sixth-grade student at Roosevelt said that her parents were against desegregation and that she also did not like desegregation because of the long bus rides.[25]

A nonminority fifth-grade teacher at Roosevelt stated that he favors the Administration Plan and the educational programs at Roosevelt. Although the teacher was critical of the methods and process used to approve the district's desegregation plan, he believes the program is a success at his school.[26]

A nonminority third-grade teacher at Roosevelt said that students are learning more about children of other races and cultural backgrounds and are generally getting along better. The teacher added that the desegregation plan was too quickly put together and that its adoption upset many white parents.[27]

**Assessment of the Administration Plan**

In August 1975 Dr. Jane R. Mercer, a professor at the University of California at Riverside, presented the school board with the report PRIME: Evaluation of Integration Following Desegregation for Santa Barbara Elementary School District. This report, an assessment of the dynamics of social change in multiethnic schools for school years 1973-74 and 1974-75, found that:

> Teachers felt that the parents of various ethnic groups support school programs in a positive manner, however, this support does differ among the ethnic groups. Teachers rate black and Mexican American parents slightly above average and more favorably than in many other schools. Teachers rate Anglo parents more supportive when compared to all teacher ratings and ratings of Anglo parents in other schools.
>
> In 1975, teachers rated the participation of Anglo and Mexican American parents higher than they had rated them earlier. Teachers also rated the influence of Mexican American parents higher than before. Teachers rated the attitudes toward desegregation of both

> the Anglo and Mexican American parents as more favorable than was rated in 1973. In the paired schools, concern was voiced that parents from the Lincoln geographical attendance had limited participation at Roosevelt educational functions. Parents from the Roosevelt attendance area also limited their participation at Lincoln School.

As to academic changes, Dr. Mercer's report stated that the improvement in word knowledge scores made by students of each ethnic group in 1975 was greater than in 1973. The increases in scores were significant for Anglo and Mexican American students. Her report concluded that:

> There is not enough evidence at this time to suggest consistency and more effectiveness for improving achievement scores at certain schools. However, a longitudinal study for this observation may prove to be of value.[28]

In the 1975-76 school year, an evaluation of the plan was conducted by Alex Pulido, intergroup relations specialist. Mr. Pulido's report, An Evaluation of the Administration Plan, A Desegregation-Integration Plan for the Santa Barbara School District, was issued on January 8, 1976. The report assessed the five major components of the Administration Plan.

The report indicates that the combined minority enrollment figures for the 1975-76 school year show little change in minority enrollments since the implementation of the Administration Plan in the 1972-73 school year.

Innovative education programs have been introduced in the district since the adoption of the Administration Plan, the report states, but not necessarily because of the plan. The only education program directly attributed to the Administration Plan is the program funded under the Emergency School Aid Act (ESAA). The academic achievement of the students could only be assessed by "trends" and "indicators" because baseline information for evaluating academic achievement was not established prior to implementation of the Administration Plan.

The report compares the reading and math scores of the students enrolled in two schools with high percentages of Anglos (Adams and Peabody), two schools with high percentages of minorities (Franklin and Wilson), and the paired schools. The report states:

> As was expected, the two schools that are predominantly Anglo test-scored the highest consistently; the two schools that were predominantly minorities scored consistently lower; and those that were balanced were in the middle.

The report found that it was impossible to draw any conclusions from these test scores because further research was needed and only statistics for the 1973-74 school year were available. The study states: "It's important to note that Lincoln/Roosevelt is doing very well as a paired school, but there is not conclusive information as to why."

The Pulido report states that the inservice training program implemented with the Administration Plan was an outstanding effort to increase the staff's knowledge and awareness of special education programs for minority and disadvantaged students and of multicultural programs.

Dr. Lowell Jackson, current superintendent of the Santa Barbara School District and High School District, said that the Administration Plan provided a very effective inservice training program.[29] According to Blas Garza, good inservice staff training is the secret to any successful desegregation plan. A sixth-grade teacher at Roosevelt rated the multicultural inservice training very high.

Robert Fillippini, president of the school board, asserted that the Administration Plan has been successful in providing a multicultural education program for all of the students. Mr. Fillippini added:

> The kids in our schools are learning about different ethnic and racial cultures. Emergency School Assistance Act (ESAA) funds have made it possible to set up multicultural resource centers in most of the schools.[30]

Dr. Jackson believes that the Administration Plan provided a greater awareness of the importance of an integrated education for the staff and the community.

There were criticisms of the Administration Plan. The two principals at the paired schools agreed that the Administration Plan hurt the neighborhood school concept, and that its implementation resulted in less parental involvement in the schools. Robert Townsend, principal at Lincoln, said that there is little evidence of school identity in the students and parents.[31] Don McMahon, principal at Roosevelt, said:

> [By] splitting the school in half, even though we have strong parent involvement, we still lose close to one-half of the neighborhood parents to the paired school...minority [parent] involvement has been difficult to obtain.[32]

The most consistent and frequent criticism against the Administration Plan was the manner in which it was developed and adopted. Gary Ricks, a member of the school board, considers the Administration Plan developed by Superintendent Scharer to be more of a hindrance to desegregation. He said the plan was developed at the last minute without any formal participation from the community and teaching staff, and added, "The Mullin lawsuit could have been avoided if the staff and school board had followed its own guidelines and procedures and provided more time to study the Administration Plan."[33]

Pat Anderson Fillippini, a former school board member, said that the Administration Plan was an expression of the school board's commitment to take the first step to desegregate its schools. Ms. Fillippini accepts the criticisms made against the school board and the Administration Plan, but, she points out, the Administration Plan was a first step and that future school boards and staff could improve the plan.[34]

## III. STATUS OF DESEGREGATION

In school year 1975-76 the Santa Barbara School District continued to follow the guidelines of the Administration Plan. However, some major changes have taken place. Of the five school board members that voted unanimously to adopt the Administration Plan in 1972, only one remains.

Former member Pat Anderson Fillippini believes that the current school board does not have the same commitment to desegregation as the 1972 school board and that "if the desegregation issue were to be voted on by the current school board, I doubt whether it would be approved."[35]

Another change is that the two principal architects of the Administration Plan no longer hold their positions. Superintendent Scharer retired from the district in June 1974 and Blas Garza, intergroup relations specialist, was appointed principal of the Adams School in June 1975. The positions they vacated were filled with persons hired from outside the school district who had little or no prior knowledge of the development and implementation of the Administration Plan.

Current Superintendent Jackson said that he considers the Administration Plan a beginning step to desegregate the schools and added:

> A refocusing of the district's desegregation efforts is needed. I feel that better alternatives to desegregation [are] needed and that the district should not place all of the pressures of integration only on the students. The government should investigate housing discrimination and make desegregation a 24-hour effort.[36]

Alex Pulido was appointed intergroup relations specialist in September 1975. Mr. Pulido stated that, while he favors integrated education, he is opposed to busing and thinks that other alternatives need to be offered. He noted:

> I believe that the Mexican American community opposes desegregation while the black community supports the Administration Plan. Mexican American parents are afraid that their children will lose their cultural background and be at a worse disadvantage in a white school.[37]

Blas Garza noted that the changes on the school board since the May 1972 adoption of the Administration Plan have weakened the enthusiasm and support for desegregation in the district, and he pointed out that the current superintendent and intergroup relations specialist have a basic difference of opinion about the plan. He added:

> Today, the school board and the district maintain a status quo attitude toward implementing the Administration Plan. I haven't seen any progress in desegregation since the Administration Plan was implemented.[38]

The only school board member still in office who voted for adoption of the Administration Plan in 1972 is Dave Gammons. Mr. Gammons said that the current school board has not discussed the desegregation plan very much. He believes that the negative experience with the Mullin lawsuit and the district's budget problems make it difficult to achieve widespread desegregation in the district.[39]

Robert Townsend, principal at Lincoln School, wonders how long the Administration Plan will last without any support, now that the key people who supported and pushed desegregation in the district are gone.[40]

Robert Fillippini, president of the school board, said that the school board still supports desegregation in the district. He believes that as long as the desegregation plan is operating smoothly it is not wise

to publicly raise the issue at this time because of possible negative community reaction.[41] However, board member Gary Ricks did not believe there was major support for desegregation on the current school board and noted that the board is reluctant to revise and expand the district's desegregation efforts for fear of "bucking the community."[42]

## IV. SUMMARY

In 1968 Superintendent Norman Scharer requested an onsite review study of Santa Barbara's elementary and high school districts by the California State Department of Education's Bureau of Intergroup Relations to determine ethnic and racial balance in student enrollments. Using the 15-point deviation from the district's minority enrollment percentage, the bureau found that 9 of the elementary district's 13 schools were racially and ethnically imbalanced. The bureau issued a report in May 1968 that included recommendations for immediate action to improve intergroup relations and ethnic and racial imbalance. The bureau's report provided Superintendent Scharer and the school board with documentation and support to begin the development of a desegregation plan.

The methods and procedures used to draft and adopt the Administration Plan by Superintendent Scharer and the school board were not in compliance with the rules and review procedures developed by the board-appointed 22-member task force and the guidelines adopted by the school board on February 22, 1972.

Failure to comply with the guidelines for the development and adoption of a district desegregation plan created negative feelings among some parents and the district's teaching staff. The school board also failed to comply with Section 966 of the California Education Code requiring the board to give prior public notice of any intended action, such as its intentions to close two schools as part of its desegregation plan.

As a result, a lawsuit was filed against the school board. After 2 years, the suit was finally ruled on by the California State Supreme Court in 1975. The court ruled in favor of the school district with the provision that the school board comply with Section

966 of the California Education Code. Although the court ruled in favor of the school district and its desegregation plan, the amount of time and money spent on the lawsuit impeded the implementation of the Administration Plan.

The adoption and implementation of the Santa Barbara School District's desegregation plan in 1972 was accomplished with a moderate degree of success. Intergroup Relations Specialist Blas Garza and Superintendent Scharer offered innovative and aggressive leadership in developing the foundation for alternative ways to improve the racial and ethnic imbalance in the schools. The strong commitment of the 1972 school board proved to be the major factor in adopting and implementing the Administration Plan.

Despite the district's failure to comply with the guidelines and regulations, the adoption of the Administration Plan was a positive first step toward improving the racial and ethnic imbalance in the Santa Barbara elementary schools. The Administration Plan was implemented in September 1972 and continues to the present date with moderate success.

In school year 1975-76, the persons initially responsible for the adoption of the district's desegregation plan no longer hold the same staff positions or remain on the school board. The current school board members and district staff who were interviewed expressed a general desire to maintain the current level of implementation of the Administration Plan.

## NOTES

1. Scott Stewart, executive director, Santa Barbara Chamber of Commerce, telephone interview, Feb. 3, 1976. Unless otherwise specified all information cited concerning the city and county of Santa Barbara are from this source.

2. U.S., Department of Commerce, Bureau of the Census, 1970 Census of Population and Housing, Characteristics of the Population, vol. II, p. 24.

3. Ibid.

4. Santa Barbara School District, business services department, staff interviews, Jan. 29 and 30, 1976. Unless otherwise specified, all information concerning the district's fiscal and enrollment data are from this source.

5. Robert Fillippini, president, Santa Barbara School District and High School District Board of Education, staff interview, Jan. 28, 1976 (cited hereafter as R. Fillippini interview). On November 24, 1976, all individuals quoted in this monograph were sent pertinent portions of the draft report for their review. They were to notify the Western Regional Office of the Commission by December 8, 1976, if a clarification of their remarks was in order. By December 13, 1976, the Western Regional Office had received two such clarifications, which were incorporated.

6. Alex Pulido, intergroup relations specialist, Santa Barbara School District, staff interview, Jan. 28, 1976 (cited hereafter as Pulido interview).

The term "certificated" refers to school district employees who need State certificates to work in their professions, for example, teachers and administrators. Classified employees include those who do not need a State certificate, such as custodians, cafeteria employees, maintenance personnel, etc.

7. The discussion of the district's desegregation plan and its historical development in chapter II is

based on information in a 1972 district report entitled, Desegregation-Integration, A Plan for Santa Barbara, An Official Report (Santa Barbara School District, 1972).

8. Dr. Norman B. Scharer retired as superintendent of the Santa Barbara School District and High School District in June 1974. Dr. Scharer died from a heart attack in October 1975.

9. California State Department of Education, Office of Compensatory Education, Bureau of Intergroup Relations, Improving Racial and Ethnic Balance and Intergroup Relations (May 1968).

10. Santa Barbara School District and High School District Board of Education, Master Planning for the Future (1969).

11. Blas Garza, former intergroup relations specialist, Santa Barbara School District, staff interview, Jan. 29, 1976 (cited hereafter as Garza interview). All information in this chapter attributed to Mr. Garza was obtained from this interview. Mr. Garza was appointed principal of Adams School in June 1975.

12. Cal. Educ. Code §§15401-15999 (West 1969). These sections require compliance of all public school buildings with safety building standards. Specific sections apply to the board of education's decisions and actions: §15501 requires that all school buildings not meeting safe housing standards be replaced and/or repaired by 1983; §15503.1 requires the closing of all school buildings situated on an earthquake fault line; §15515 makes the school board members personally liable for any injuries caused in school buildings for failure to comply with the requirements set forth in these sections.

13. The Administration Plan is discussed in Desegregation-Integration, A Plan for Santa Barbara, An Official Report (Santa Barbara School District, 1972).

14. Pat Anderson Fillippini, former member, Santa Barbara School District and High School District Board of Education, staff interview, Jan. 30, 1976 (cited hereafter as P. A. Fillippini interview). Ms.

Fillippini's term on the school board expired in 1974. She did not seek reelection. All information attributed to Ms. Fillippini was obtained from this interview.

15. David Gammons, member, Santa Barbara School District and High School District Board of Education, staff interview, Jan. 30, 1976 (cited hereafter as Gammons interview).

16. Katherine McCloskey, former reporter, Santa Barbara News Press, staff interview, Jan. 30, 1976.

17. Abelino Bailon, member, Concilio de la Raza, staff interview, Jan. 31, 1976.

18. Robert Curiel, chief assistant county counsel, Santa Barbara County, staff interview, Jan. 30, 1976.

19. David Shiffman, mayor, City of Santa Barbara, telephone interview, Jan. 30, 1976.

20. Santa Barbara School District v. Superior Court, 13 Cal. 3d 315, 530 P.2d 605 (1975), sub nom. Mullin v. Santa Barbara School District (Super. Ct. 1972). The history of the Mullin lawsuit is described in the California Supreme Court decision.

21. Cal. Educ. Code §966 (West 1969), as amended, §966 (West Supp. 1976).

22. Gary Ricks, member, Santa Barbara School District and High School District Board of Education, staff interview, Jan. 28, 1976 (cited hereafter as Ricks interview).

23. Tom Martin, president, local union, American Federation of Teachers (AFT), staff interview, Jan. 31, 1976.

24. Staff interview, Santa Barbara School District, Jan. 29, 1976.

25. Ibid.

26. Ibid.

27. Ibid.

28. University of California at Riverside, Program Research in Integrated Multi-Ethnic Education (PRIME), PRIME: Evaluation of Integration Following Desegregation for Santa Barbara Elementary School District, a comparative report with statistics and profiles, 1973 and 1975.

29. Dr. Lowell Jackson, superintendent, Santa Barbara School District and High School District, staff interview, Jan. 28, 1976 (cited hereafter as Jackson interview).

30. R. Fillippini interview.

31. Robert Townsend, principal, Lincoln School, staff interview, Jan. 30, 1976 (cited hereafter as Townsend interview).

32. Don McMahon, principal, Roosevelt School, staff interview, Jan. 29, 1976.

33. Ricks interview.

34. P. A. Fillippini interview.

35. Ibid.

36. Jackson interview.

37. Pulido interview.

38. Garza interview.

39. Gammons interview.

40. Townsend interview.

41. R. Fillippini interview.

42. Ricks interview.



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